

CHAPTER 12

Housing Management

This chapter provides an overview of housing management responsibilities for: Army Family Housing (AFH), Unaccompanied Personnel Housing (UPH), Transient Housing (TH), and Community Homefinding, Relocation, and Referral Services (CHRRS). Discussions follow on: Automation, Financing with Appropriated Funds (AF) and Nonappropriated Funds (NAF), Repair and Maintenance (R&M), and Furnishings.

Excellent housing strengthens military readiness. It frees soldiers from day-to-day concerns and worries on this aspect of their quality of life and enables them to concentrate on performance of duty and improving themselves militarily. Quality housing instills pride and furthers the Army's pursuit of excellence. It is a vital link and part of the concept for military communities of excellence.

Housing managers are responsible for monitoring the AFH appropriation in accordance with congressional limitations contained within the "Act," and OMB, DOD and Army circulars, directives and technical notes.

INSTALLATION FAMILY HOUSING**FAMILY HOUSING MANAGEMENT**

All family housing facilities, services, and programs will be operated in support of soldiers and their families in accordance with an approved plan. The installation commander will operate and manage the housing programs according to AR 210-50.

The installation housing manager is responsible for the centralized management and administration of all housing functions, including-

- Efficient use of all family housing resources.
- Proper and timely coordination of all family housing matters and related activities with supporting agencies.
- Determination of family housing requirements.
- Development of programs for construction improvement, leases, operations, and maintenance in coordination with appropriate staff elements.

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- In OCONUS, the Government Rental Housing Program (GRHP). GRHP is a special lease between the US government and the host-nation landlord. Rental fees, including utilities cannot exceed the soldiers housing allowance.

Congressional and OSD policy requires that, if needed, additional family housing is to be obtained in the following priority from-

- Available off-post civilian housing.
- Off-post assets developed through housing urban development programs (where applicable).
- Acquisition of additional governmental-owned or leased housing.

The Army's goal for each installation is a net vacancy rate of 1 percent for adequate dwelling unit (DU), while the maximum acceptable rate is 2 percent (net). No vacancy rate is set for dwelling units which have been identified as substandard in accordance with 10 USC 2830.

Installations with vacancy rates above 5 percent are required to determine if excess family housing exists on the installation. Failure to meet vacancy rate goals results in an unprogrammed requirement for military pay appropriation housing allowances and retention of excess quarters requires unnecessary expenditure of limited operations and maintenance funds.

Adequate housing will be assigned to soldiers from voluntary waiting lists. No unit will be kept vacant when ready for occupancy. The installation commander determines if exceptions are required for key and essential personnel, trainees, and students. Following are tips to improve use and occupancy:

- Review all housing management options in the assignment and termination process. Do not hold units vacant for key and essential personnel.
- Develop a continuous short- and long-range housing turnover plan.
- Establish a self-help program to perform basic minor maintenance and repair and improve the housing quality.
- Maintain voluntary waiting lists by grade and number of bedrooms needed.
- Project availability dates of units and notify applicants.
- Allow sufficient time for applicants to vacate private-sector housing and to make arrangements for transportation and delivery of household goods.
- Organize work force (in-house or contract) to perform all work between occupancy with one team.
- Ensure maintenance and repair (M&R) contract terms meet the desired between occupancy M&R goals.
- Redesignate quarters as necessary to assure maximum occupancy and equitable waiting times for all types of housing.

HOUSING OPERATION MANAGEMENT SYSTEM (HOMES)

HOMES improves the quality and range of housing services to soldiers and their families. This automation system adds to quality of Army life by helping retain valuable Army personnel. HOMES assists housing management personnel in providing services quickly, efficiently, and in generating substantial costs savings. It is an integral part of the installation support modules

for in and out processing and for the Army improved military pay incentive. HOMES also ensures that-

- Incoming soldiers do not have long waits in housing offices to process applications.
- Incoming unaccompanied personnel are not issued statements of nonavailability and funds for off-post housing when unaccompanied personnel housing is available on post.
- Housing personnel can track the availability of family housing units quickly and accurately, reducing unnecessary quarters downtime, and better serve soldiers and their families.
- Customers may receive off-post and on-post housing information at the time of application.

COMMUNITY HOMEFINDING RELOCATION REFERRAL SERVICES

CHRRS ensures that military personnel and their families receive counseling and professional advice for obtaining adequate housing in the local community. These services include-

- Establishing contacts with local government and private housing authorities, actively soliciting the position of community housing to meet military demand.
- Obtaining and maintaining lists of adequate rental and sales units reflecting the full ranges of price, sizes, and locations of housing assets.
- Counseling all applicants concerning the Equal Opportunity in Off-Post Housing program. Counseling personnel regarding standards of conduct, the rights and responsibilities of landlords and tenants, and the availability of assistance from CHRRS office in resolving disputes, Providing information on the community and the support services available.
- Providing information on housing under restrictive sanction and housing not to be rented by military.
- Counseling on homefinding, buying, selling, and renting.
- Resolving complaints concerning off-post housing problems in accordance with AR 210-50, Chapter 6.
- Providing individual assistance to departing soldiers concerning housing at new duty station.

- Ensuring that only nondiscriminatory advertisements of rental or sales housing units appear in DOD facilities or publications.

FAMILY HOUSING REVITALIZATION

The Army Family Housing Whole Neighborhood Revitalization Program is a comprehensive effort of whole house and whole neighborhood revitalization. This provides a systematic approach for improving housing up to current construction standards while simultaneously eliminating Deferred Maintenance and Repair (DMAR). Revitalization considers safety, habitability, adequacy, durability, functional requirements, correction of environmental hazards, and energy efficiency. The goal is to extend the useful life of housing by 25 years. If revitalization is not the most cost effective alternative, then replacement housing will be accomplished. To establish a comprehensive method of determining funding requirements, the Army has furnished a housing assessment guide for use in preparing project submissions.

The revitalization program uses assessment procedures described in the guide. The results are used to initiate detailed studies of housing areas and project submissions. The installation and MACOM input plans will identify, estimate, validate, and prioritize this extensive program. These documents provide an inventory of quarters requiring revitalization and give preliminary funding estimates. In accordance with the Army family housing guide, the DD Form 1391, and project documentation must be prepared accurately.

FAMILY HOUSING CONGRESSIONAL REPORTING THRESHOLDS

Exceeding cited funding thresholds require congressional notification and approval. The funding threshold contained in regulations (ARs 210-13 and 210-50) has been established by the congressional committees. This will provide congressional program oversight and control in critical management areas.

Family Housing Improvement Threshold (Statutory)

The statutory limit (10 USC 2825) for improvements, including concurrent maintenance and repair, is \$50,000 per military family housing unit multiplied by the area construction cost index (ACCI) as developed by the Department of Defense for the

location concerned at the time of contract award. The statutory limit is \$60,000 per DU, as adjusted by the ACCI, for improvements to make a unit suitable for habitation by a handicapped person. The Secretary of the Army may waive these limitations in accordance with the provisions of 10 USC 2825.

Improvements to Overseas Family Housing Units (Administrative)

The House appropriations committee's threshold on improvements to overseas units is \$35,000 (absolute limit; not subject to ACCI adjustment). If improvements for a specific DU exceed the \$35,000 limitation over a three-year period, then funds should be requested in the first year of the three-year period. The justification to Congress must identify all improvements and major maintenance and repair expenditures that occurred during the three-year period prior to the submittal. It should also include all work planned for the following three years. Normal notification is through the budget submission to Congress. Out-of-cycle requests require congressional notification through OASA (I,L&E) and a 21-day waiting period prior to contract award.

General and Flag Officer Quarters (GFOQ) Maintenance and Repairs (Administrative)

Obligations for all maintenance and repairs (excluding operations) for each GFOQ per fiscal year (FY) are limited to \$25,000, unless the quarters have been included in the budget justification material. Out-of-cycle requests are limited to one submission each year for the total Army. In addition to the \$25,000 M&R limitation, total O&M per quarters/FY exceeding \$50,000 (M&R < 25,000) requires prior approval by ASA(IL&E). Incidental improvements are limited to \$3,000 per unit/FY.

Maintenance and Repair Projects, Non-GFOQ (Administrative)

A limitation of \$15,000 per DU applies to all major maintenance and repairs (including incidental improvements) for non-GFOQs per fiscal year. Prior approval from Congress is required to exceed this limitation. Normal notification is through budget submission. Out-of-cycle requests require congressional notification through OASA (I,L&E) and a 21-day waiting period.

UNACCOMPANIED PERSONNEL HOUSING MANAGEMENT

Unaccompanied Personnel Housing-

- Includes unaccompanied personnel housing, officer, and enlisted quarters.
- Also includes barracks and transient UPH.
- May include government-leased UPH.

The following areas of UPH management are critical and require leadership interest or involvement:

- Close coordination with troop commanders to ensure-
 - Meeting the Army goal for a utilization rate of 95 percent for adequate housing for each installation.
 - Adequate maintenance and repair of UPH facilities with current programs for recurring maintenance and repair.
 - Geographic bachelors are only housed on a space available basis when it will not result in

issuance of certificates of nonavailability to bonafide UPH soldiers.

- Furnishings (furniture and equipment) in sufficient quantities and good condition, with replacement programs budgeted in the H account.
- Real property utilization program to limit the availability of barracks to commanders who do not meet occupancy goals.
- Maintenance of accurate and current UPH real property records.
- Documentation of UPH conversion and diversion actions (95 percent).
- Adequate funding of the UPH H account in the OMA budget.
- Programs for UPH new construction and modernization are sound, supported by valid requirements, and realistic.

TRANSIENT HOUSING MANAGEMENT

Transient housing provides short-term accommodations for visitors and other personnel temporarily without permanent housing due to TDY, PCS, or other travel. Transient housing includes both temporary lodging for personnel on TDY and guest housing. The ACSIM is the functional proponent for both TDY lodging and guest housing.

Facilities, furnishings, services, and other amenities should be comparable to moderately priced commercial hotel and motel accommodations. The following guidance should be applied:

- Assignment and other operations procedures should be defined and implemented to maximize use of facilities. Full advantage should be taken of the capabilities of automated systems such as HOMES and other management improvements at all levels. An automated Central Reservation Center provides a toll-free number 24 hours/day, 7 days/week for making reservations and assisting

all types of travelers in arranging Army lodging worldwide.

- Service charges should cover reasonable operation, maintenance and improvement costs when appropriated fund support is not authorized or available. Service charges should be established by the type of facility on a per person basis at a level sufficient to meet immediate and short- and long-range obligations. UPH service charges must be minimized in accordance with AR 210-50, Chapter 2, and supplemental budget guidance. Service charges cannot be set to support the IMWRF or other less profitable NAFLs on the installation. Service charges should not be inflated or used for nonbilleting purposes.
- Internal control systems to ensure adequate safeguards against fraud, waste, mismanagement, and misappropriation shall be implemented.
- Prompt, efficient, and courteous customer service should be emphasized.

GENERAL OFFICER QUARTERS MANAGEMENT

AR 210-13 prescribes policies, procedures, and management responsibilities for furnishing, operating,

maintaining, repairing, and improving quarters for general officers. The regulation addresses effective

stewardship of these highly visible quarters. It emphasizes the occupants' special needs. The regulation also mandates a long-range maintenance plan for each unit.

Congressional interest continues to focus on the management of GFOQs. Congressional oversight has increased awareness of the cost of doing business. They encourage application of the prudent landlord concept. Careful management is becoming increasingly important. Many of the GFOQs are historic buildings that represent a part of our national heritage. They should be maintained and preserved for future generations. Careful planning will ensure that maintenance and repair are done when needed.

The following tips should be used to improve GFOQ management:

- Schedule a briefing for newly arrived general officers. This briefing should cover reporting requirements, congressional funding limitations, programmed work, and long-range plans for the quarters.
- Encourage occupant involvement in the management of GFOQs in order to minimize costs and limit changes as a result of personal preference.
- Remember that good record keeping is a key to timely and prudent programming of major component replacements, as well as cyclic maintenance.

HISTORIC FAMILY HOUSING MANAGEMENT

Family housing units that are listed on the national or state register of historic places are contributing structures often within a historic district. Units determined eligible or those that are potentially eligible for listing must be maintained in accordance with the stated policy. Stewardship of historically significant facilities imparts a special responsibility to the managing installation and to the occupants. Decisions on use, operations, and maintenance must consider those characteristics that contribute to the quarters' historic significance.

Work that may affect historically significant housing must be coordinated with the applicable state historic preservation office starting with the planning phase. This office is the jurisdictional extension of the advisory

council on historic preservation for federal projects. The state office and council review focus on the effect of rehabilitation on a historic resource.

Rehabilitation plans are measured against the Secretary of Interior's standards for rehabilitation. The plans are categorized as having impact, adverse impact, or no impact. Impact items are evaluated individually. They may be inherently undesirable but, because of circumstances, are unavoidable. Minimizing impact of any kind is the goal. Adverse impact items are serious items that breach the historic fabric. No impact items are of interest, but only peripherally, to the historic fabric.

FISHER HOUSES

Fisher Houses, associated with Army Medical Treatment Facilities (MTFs), are provided as gifts to the Army by the Zachary and Elizabeth M. Fisher Armed Forces Foundation. Their stated purpose is to provide low-cost housing for Servicemembers or their families

to be near patients undergoing long-term serious medical treatment at the Army MTF on the installation.

Policies regarding the operation of an installation Fisher House are being developed. The Office of the Surgeon General is the proponent for Fisher Houses.

FURNISHINGS MANAGEMENT

Types of furnishing authorized and their basis of issue are identified in common table of allowances (CTA) 50-909 or 50-970. Authorizations are limited to those contained in the CTA. Nonstandard items and exceptions must be approved by DA. Table 12-1 shows the types of furnishing generally authorized.

The provision of housing furnishings and equipment varies widely between CONUS and OCONUS. In CONUS, the Army does not authorize family housing furnishings or household equipment items except for kitchen appliances (ranges and refrigerators).

Table 12-1. Furnishings.	
FURNITURE	HOUSEHOLD EQUIPMENT
Moveable items (less appliances) Rugs, mattresses, and soft good items Wall-to-wall carpeting installed as equipment-in-place (EIP) Special allowances	Moveable kitchen appliances Moveable laundry room appliances (OCONUS)

In OCONUS, family housing furniture support varies from full furniture support to limited support. This depends whether the area is authorized full or limited Joint Federal Travel Regulation (JFTR) or on economic feasibility for the provision of furnishings for the particular area. Through limited support, soldiers receive household appliances, washers, dryers, wardrobes, kitchen cabinets and various furniture

items. Furnishings are also loaned to soldiers pending receipt of their household goods. Authorizations provided in CONUS also apply in OCONUS. The Army authorizes furniture support in private housing to unaccompanied soldiers in the grade of E7 or above. Other unaccompanied soldiers may receive furniture support if government-controlled facilities are not available.

DEFERRED MAINTENANCE AND REPAIR

DMAR are projects included in the annual work plan, which could not be executed because of a lack of funds. These projects are reported as deferred at the end of the fiscal year. The deferred projects are added to the DMAR list. The total estimated cost of the projects on this list is referred to as DMAR.

Unfinanced requirements of maintenance and repair will be recorded as DMAR only if the following conditions are met:

- It is a valid requirement and has been included in the AWP.
- It remains unfinanced in the reported FY.
- Projects are prioritized by MACOM-developed criteria.
- Higher headquarters validates installation DMAR. Validation is made when DMAR is equal to or greater than 20 percent of its annual maintenance and repair requirements.

FAMILY HOUSING FACILITIES MANAGEMENT INITIATIVES

In addition to the whole neighborhood revitalization program, the Army staff is developing guidance and methods to assist the installation to modernize and make energy efficient kitchens, to increase the energy efficiency of the whole house, to establish criteria for measuring the

cost effectiveness of the operations and maintenance program, and to develop an installation family housing community plan. Conservation of scarce resources is the primary purpose of these programs.

BARRACKS INITIATIVES

The Whole Barracks Renewal Program (WBRP) is a DA initiative to provide funding for barracks new construction and modernization projects. The program incorporates interior and exterior improvements. It also includes DA centrally procured initial issue furnishings. The goal of the program is to provide single soldiers with accommodations they can proudly call home. The philosophy of the program is a holistic approach to bring barracks up to the new Army standard

as a total renovation rather than piecemeal maintenance and repair projects.

The standard design and construction is a two-person 220 NSF room with one bath per private room for UPH facilities constructed or upgraded in FY94 and beyond. Soldiers with a rank of private through specialist will be housed two to a room. Sergeant through sergeant major will be housed in a private room.

TRANSIENT HOUSING INITIATIVES

The ACSIM is implementing a number of initiatives and programs to assist installation billeting and guest housing offices to provide efficient, effective, and comprehensive transient housing services to soldiers, civilians and their families:

- Central Reservations Center.
- Lodging Success Program.

- Lodging Operation of the Year.
- Best Buy Program for lodging furnishings and amenities.
- Training with Industry Program.
- Professional Development Workshops.

OUTLOOK

As the Army draws down, less movement and longer tours will become common. This will contribute to less demand for on-post facilities because more soldiers may elect to buy a home. Funding for upkeep of government owned and controlled facilities continues to be more and more constrained. DMAR and BMAR growth is escalating. Fewer dollars are being spent on the existing inventory to control deterioration. This practice and the increasing desire of soldiers to own their own homes are making on-post facilities less desirable. With the grim outlook on the funding posture, the existing inventory reduction is a growing consideration and in some cases an absolute necessity. Installation commanders must

analyze their military mission and make a determination of the minimum essential housing on-post needed to meet that mission. The arguments for retaining the minimum essential housing must use compelling military readiness rationale. Housing was not listed in the Desert Shield/Desert Storm after action report as a problem area during mobilization and deployment. CHRRS to meet off-post housing demand needs to be strengthened. As senior soldiers who can afford to buy homes opt to do so, the existing government inventory should be made available to junior soldiers who cannot afford to buy or rent off-post.